



MINISTRY OF EDUCATION

REPORT
OF THE WORKING PARTY ON
Educational
Maintenance Allowances



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Letter from Chairman presenting the Report to the Minister of Education

To the

Right Honourable THE VISCOUNT HAILSHAM, Q.C., *Minister of Education*

My Lord,

In January, 1956, your predecessor appointed a Working Party on Maintenance Allowances with the following terms of reference :

" To consider in the light of current experience the effects of the educational maintenance allowances paid in respect of pupils remaining at school over the compulsory school age and students of similar age receiving full-time further education ; and whether any changes should be made in the existing arrangements ; and to make recommendations."

In inviting the associations of local authorities and teachers to nominate representatives to serve, he suggested that there were a number of points that the Working Party would wish to take into account. He drew attention to the fact that while expenditure on maintenance allowances had been falling sharply, the number of pupils staying on longer at school had been rising. He asked the Working Party to consider the case for concentrating expenditure to a much greater extent than in the past on cases of special need. He expressed the hope that they would envisage that, while individual allowances might in some cases be increased, some of them possibly substantially, the total expenditure on maintenance allowances ought not to increase and could possibly be diminished, while still giving adequate help where it was really needed. Finally, he suggested that the Working Party should accept as a principal objective the need to introduce a considerably greater degree of uniformity between authorities than exists at present.

As Chairman of the Working Party, I have the honour to present their Report.

The Report has been signed by all the members of the Working Party except the members, including myself, who are officers of your Department. This needs a word of explanation. It became clear early in our deliberations that the problems your predecessor had put to us raised fundamental questions of economic and social policy on which as officials we did not feel that we could appropriately commit ourselves. The members of the Working Party shared this view.

I am, My Lord,

Your Lordship's obedient Servant,

T. R. Weaver.

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EDUCATIONAL MAINTENANCE ALLOWANCES

I. INTRODUCTION

1. The subject of our enquiries had already received considerable attention following the publication of the Central Advisory Council's report on Early Leaving. Among the recommendations made in the report with the object of increasing the proportion of children remaining at school over the compulsory school age were the following :—

- (1) the Minister of Education should indicate that he would welcome proposals for immediate increases in maintenance allowances ;
- (2) local education authorities should immediately review in consultation with the heads of the schools affected, the circumstances in which boys and girls leave school early for financial reasons, and adjust their schemes of aid accordingly ;
- (3) similar reviews should take place periodically in the future ;
- (4) details of the improved scales should be left to local judgment, but the main needs appear to be :—
 - (a) a drastic revision of the less generous scales ;
 - (b) the provision of higher grants for older children, with successive increases up to at least the age of 17 ;
 - (c) generous allowances in respect of further dependent children ; and
 - (d) the consideration of the use of scales based on net rather than gross income.

2. We were also aware that many local education authorities had already put forward proposals for higher scales of allowances, basing them in the main on the change in the value of money over recent years.

3. We were furnished with particulars of the scales of maintenance allowances at present in use (Appendix A). These scales apply not only to pupils remaining at school over the compulsory school age, but also to students of similar age in full-time attendance at establishments of further education.* We understand that it is the practice of local education authorities to increase the amounts of grant to students receiving full-time education if, after attaining the age of 18, they are pursuing a course leading to an advanced qualification, e.g. an external degree or a Higher National Diploma. In these cases, the rate of grant is normally determined by reference to the authority's scale for major awards. The most obvious feature of the maintenance allowance scales shown in Appendix A is the very wide variation in the maximum allowances and in the family incomes at which they were payable ; this variation illustrates the many different opinions that exist about the expenses which maintenance allowances should cover and the circumstances in which they should be paid.

* Subsequent references in this Report to " children at school " should be taken as including students of similar age in full-time attendance at establishments of further education.

4. We therefore began our task by reviewing the origins of maintenance allowances and their place in the educational system.

II. THE PURPOSE OF MAINTENANCE ALLOWANCES

Historical Sketch

5. The history of maintenance allowances is a part of the history of the movement towards universal secondary education. Following the passing of the Education Act, 1902, the Board of Education Report, 1911-1912 records that the great majority of local education authorities included with the award of a free place, grants for books and necessary travelling. Many of these authorities also felt the need to make additional money grants for maintenance on the grounds that poor parents could not afford to dispense with the addition which their children's wages would bring to the family income and that this was a serious obstacle to the acceptance of free places. A grant was therefore considered necessary to enable such children to enjoy free admission and to secure their chance of a sufficiently prolonged period of school life to derive full benefit from secondary education. The Board thought it was "plainly undesirable that the funds of local authorities should be utilized to subsidize parents who could well afford to dispense with such assistance and reasonable precautions are necessary to prevent abuse." One suggested safeguard was the fixing of an income limit as a condition of eligibility. The schemes of several authorities provided for substantial increases in assistance during the later years of school life on the ground that such increases were necessary if the pupils who had been admitted to the secondary school were to be kept there.

6. In 1919, the President of the Board of Education set up a Departmental Committee to enquire into the working of the then existing arrangements for scholarships and free places. The Committee attached great importance to the proposition "that the value of secondary education is bound up with the length of the school course." Among the methods of ensuring an adequate school life they included maintenance allowances and recommended that these should :—

- (1) as far as possible enable free place pupils to take equal advantage of the school facilities with other pupils ;
- (2) be available for all free place pupils who show need from the age of 11 ;
- (3) begin in the main at the age of 14 (the then school leaving age) and normally increase with age ;
- (4) be calculated in relation to cost of living and not to power of earning and should not be regarded as compensation for wages.

7. To enable all children to take advantage of the educational facilities open to them, the Education Act, 1944, required or empowered authorities to provide ancillary services as follows :—

Section 49 : provision of milk and meals at maintained schools ;

Sections 50(1) and 61(2) (a) and (b) : board and lodging where necessary to enable a pupil to attend a suitable maintained school ;

*Sections 51 and 52 : provision of clothing for pupils attending maintained schools ;

*Section 53(3) : provision of clothing suitable for physical training for pupils attending maintained schools ;

Section 55 : provision of transport or payment of travelling expenses ;

*Section 78(2) : provision of milk, meals and clothing for pupils at non-maintained schools ;

Section 81 : under regulations to be made by the Minister and to enable pupils to take advantage without hardship to themselves or their parents of any educational facilities available to them ;

(a) payment of such expenses of children attending county schools, voluntary schools or special schools, as may be necessary to enable them to take part in any school activities ;

(b) payment of the whole or any part of the fees and expenses payable in respect of children attending schools at which fees are payable ;

(c) award of scholarships, exhibitions, bursaries and other allowances in respect of pupils over compulsory school age including pupils undergoing training as teachers.

8. Regulations to give effect to Section 81 of the Act were made in May, 1945 (The Regulations for Scholarships and Other Benefits, 1945, S.R. and O. 1945 No. 666.) Two amending Instruments were subsequently made : S.R. and O. 1948, Nos. 688 and 2223.

9. The historical background summarised in the preceding paragraphs reveals a consistent line of thought on aid to pupils. The object throughout was to make it possible for any pupil to take full advantage of the facilities for full-time education open to him. The value of a longer school life was recognised and, as a means of ensuring that full value was obtained from secondary education, it was held that maintenance allowances should increase in amount with the age of the child. At the same time it was not thought to be appropriate for maintenance allowances to be related to the child's wage-earning capacity.

10. We feel that these principles still hold good.

Relationship to Early Leaving

11. In view of the Central Advisory Council's Report we felt it necessary to consider the relationship of maintenance allowances to the problem of early leaving. After a full study of the available evidence, we have been unable to establish any direct relationship between the amounts paid in maintenance allowances and the incidence of early leaving. We have, however, found cases where premature withdrawal from school is the result of financial hardship and we have regarded it as part of our task to consider how these cases can be met. It is obvious that, theoretically, maintenance allowances could be awarded on a sufficiently generous scale not only to relieve hardship, but to counter-balance the attraction of high wages. Apart from the cost of such a measure, however, we do not think that it is consonant with Section 81 of the Education Act, 1944. Moreover, we think it is questionable whether public money should be used in this way to subsidize parents who can be expected, without such assistance, to allow their children to enjoy the advantages of a longer school life. While therefore we expect that, as a result of our

*The powers conferred by these Sections were augmented by Section 9 of the Education Act, 1946 and the whole of the enactments as to the provision of clothing were amended and consolidated by Section 5 of the Education (Miscellaneous Provisions) Act, 1948.

recommendations, more children will remain at school, such a consequence would be incidental to our main purpose. We wish to emphasize that in our deliberations we have had one object only : to seek the means of enabling pupils to remain at school and to take full advantage of the educational opportunities provided for them without themselves undergoing hardship and without causing hardship to their parents.

III. THE NEED FOR MAINTENANCE ALLOWANCES

12. The payment of maintenance allowances for the purpose we have described assumes the existence of hardship which ought to be relieved from educational funds. We therefore considered whether there was a *prima facie* case for this assumption, bearing in mind the present day level of earnings and the various forms of assistance at present available to relieve hardship. We decided that there was a *prima facie* case on the following grounds :—

- (1) the evidence collected by the Central Advisory Council ;
- (2) the fact that a large number of local education authorities had found it necessary to seek the Minister's approval to more generous scales ;
- (3) the personal knowledge of our members.

We sought further evidence to confirm the existence of hardship, to enable us to measure it and to indicate the circumstances in which it is likely to arise. We pursued two parallel lines of inquiry, the one direct and the other indirect. Each led to a similar conclusion.

Evidence from Case Histories

13. We invited the Chief Education Officers of five local education authorities to seek the co-operation of the Heads of secondary schools and further education establishments in collecting evidence for us. As a result we obtained the case histories of 241 children who, in the Head's opinion, had left or were about to leave school because of their parents' lack of means, or who, while remaining at school, suffered hardship which prevented them from enjoying the full advantages of school life. We wish to acknowledge most gratefully the help we received from the Heads of the schools and other institutions and from the Chief Education Officers and their staffs in carrying out this enquiry.

14. The five authorities chosen consisted of two predominantly rural areas and three urban areas and in this way we obtained a fairly representative, though small cross-section of the country as a whole. We asked the Heads to refrain from any direct enquiries of the families concerned and for this reason the case histories varied greatly in the amount of detail given. We do not pretend that they can be regarded as a scientific sample.

15. A valuable feature of the enquiry was that it enabled those of us who lacked direct experience in the administration of maintenance allowances to study real cases. We tabulated in various ways the factual information given, but could discern no clear pattern emerging. Several members of the Working Party also made individual studies of the case histories, and their impressions, though they defied exact analysis, corresponded on two points : that recognisable hardship did exist ; and that it was seldom possible to say that hardship was due to a single or simple cause. The evidence for these conclusions is embedded in the case histories and cannot be brought out in statistics. It seemed to us that hardship occurred most frequently when the family income was less than about £500 per annum. We also noted, and wish to draw atten-

tion to, the number of hardship cases where the mother was widowed or the parents were divorced or separated.

16. The details of our investigation are given in Appendix B.

The expense of maintaining a child at school

17. Our second line of enquiry was a careful investigation of the expenses falling on parents who allowed their children to remain at school after the age of 15. In the course of our investigations we considered not only information supplied by our members, but also such published material as we could find which bore on the subject. We also consulted other government departments to ensure that our conclusions were not inconsistent with information in their possession.

18. It may appear at first sight that the question "What is the expense involved in maintaining a child while at school?" is capable of a factual answer. This is not so; the facts in question are not absolute. The expense of maintaining a child while at school will vary according to the number of people in the household, the financial circumstances and the interests and attitudes of the family concerned. As the size of the family increases, the average weekly expenditure per head on nearly all items diminishes and there may be considerable saving on clothes which can be passed on from one member of the family to the others. Moreover, not only is a family with an income of £1,000 a year likely to spend more on maintaining a child than a family with an income of £400 a year, but two families with the same income will probably spend no less widely different sums of money on the different items.

19. For our purposes we assumed that the child in question was an only child in a family living in a city and that he should be enabled to enjoy with other children the various activities both in and out of school which are an essential part of full-time education at these ages. But we must make it clear that our figures have no necessary relationship with any particular family income or range of incomes.

20. We want to make two further points. First, our figures are gross, i.e. they include with one exception mentioned below, the full cost of maintenance and no reductions were made to take account of any subsidies—e.g. school meals provided at less than full cost or capitation grants in aid of school activities—which a child may enjoy and which relieve the home budget. The single exception we have made to this is the cost of transport to and from school. We assumed that where transport is necessary it will be provided by the local education authority without regard to parental income. Secondly, we were not concerned at this stage to offer any judgment on those items which can properly be met wholly or partly by educational maintenance allowances, and therefore we did not try to isolate or identify them.

21. Since, for the reasons given in paragraph 18 above, there are so many variables, we felt that it would be a mistake to try to set out in too much detail the individual items of expenditure which the maintenance of a child between the ages of 15 and 19 years might involve during the course of a year. Instead we divided the expenditure into five broad groups, viz., food, clothing, pocket money, holidays and heating and lighting. We made no allowance for a proportion of the rent or rates of the family on the ground that it is unlikely that the family expenditure on these items would be altered if the child were not at school. For similar reasons we did not apportion other overhead expenditure on repairs, durable goods, etc., which is not normally in simple proportion to the number of people in the household. We did, however, take account of the fact that a child of the ages in question should, if possible, have

the use of a separate room for homework, and we therefore made some allowance for the cost of heating and lighting such a room.

22. The evidence on which we based our conclusions is set out in Appendix C; the figures of cost we arrived at are as follows :—

£s per annum

Item	Boys aged			Girls aged		
	15	16	17	15	16	17
(1) Food	65	65	65	60	60	60
(2) Clothing including games clothes	30	35	35	30	35	40
(3) Pocket Money	13	19-10	26	13	19-10	26
(4) Holidays	15	15	15	15	15	15
(5) Heating and Lighting	5	5	5	5	5	5
Totals	128	139-10	146	123	134-10	146

23. At this point we had to decide how far these figures could be used as a general index to the existence of hardship. We carefully considered the possible variations in cost between different groups such as rural and urban communities, or children following different types of course. We found, however, that the lines of demarcation between these groups were difficult to draw and that the factors involved were too complex and too small in money terms to permit any useful differentiation into groups of these kinds. We also agreed that the approximations involved in our estimate did not justify the appearance of exactitude which the figures of total cost given in the preceding paragraph might seem to convey. We accordingly decided, as a starting point for our further examination of the problem, to round up the figures as follows :

boys and girls aged 15 years £130 p.a.
 aged 16 years £140 p.a.
 aged 17 years
 and over £150 p.a.

24. We must once again emphasize the inevitably speculative and subjective character of these figures and the fact that we could do no more than work on the basis of a number of assumptions which are stated in the foregoing paragraphs. In particular, we are acutely aware of the fact that many families do not, indeed cannot, spend these amounts of money on their children. Nevertheless we are satisfied that expenditure of this order is involved if the child is to take full advantage of full-time education.

25. It seemed to us self-evident that, even when allowance is made for the fact that our figures represent a desirable, rather than a minimum standard, there must be many families who would, in the absence of maintenance allowances, suffer hardship in supporting pupils of these ages and many children who, because of the inadequacy of the family income, would obtain less than full advantage from staying on at school. This view was confirmed when we examined the available statistics on the distribution of personal incomes.*

26. Having therefore established to our own satisfaction by two independent approaches the fact that hardship referable to children staying on at school did exist, we embarked on the task of considering how it might be relieved out of educational funds.

*98th Report of the Commissioners of Her Majesty's Inland Revenue for the year ended 31st March, 1955, and
 National Income and Expenditure, 1955—Central Statistical Office.

IV. MAXIMUM ALLOWANCES

27. The next stage was to find out what part of the expenses we had arrived at would be beyond the resources of the poorest parents and how far their inability to meet these extra expenses would result in hardship to the pupils concerned.

28. First therefore we considered whether any items in our budget could be dispensed with or reduced in cost without seriously jeopardising the child's chances of deriving full advantage from full-time education. After a careful re-examination, we decided that we could not conscientiously recommend any economies without running the risk of significant loss to the child's education in the broad sense.

29. Next we considered how much even the poorest parents could be expected to contribute from their earnings or from other resources available to them towards the child's subsistence. We assumed that no family need live on a lower income than that for which the National Assistance scales provide and we noted that the allowances under those scales for children of the ages we were mainly concerned with were £47 p.a. for 15 year olds and £61 p.a. for 16 and 17 year olds. We agreed that for our purposes it would be sensible to take a figure near the mean of these allowances and we accordingly decided that it would be reasonable to expect the poorest parents to contribute £55 p.a. towards the cost of the items we had listed. The deduction of this sum from the figures given in paragraph 23 left the following amounts :—

boys and girls aged 15 years £75 p.a.
aged 16 years £85 p.a.
aged 17 years
and over £95 p.a.

and we concluded that they were the best estimate we could arrive at of the maximum assistance necessary to enable children of these ages to obtain full advantage from full-time education.

30. Finally, we had to take account of the fact that in cases of financial difficulty local education authorities are able to provide, in cash or kind, benefits other than maintenance allowances, e.g. free meals, clothing and the expenses of taking part in various school activities. It was difficult to decide what value we should ascribe to these benefits since there is a wide variation in the practice of individual authorities ; the benefits not only vary in scope, but their amount is determined by a number of differently constructed income scales. It seems likely, however, that on average the poorest children may obtain benefits to the value of approximately £15 p.a. towards the cost of meals and clothes. We also thought that over a period of three years an authority might well spend a total of £15 in meeting the cost of school activities, including, perhaps, a holiday abroad. We therefore decided that in those cases where the maximum assistance is necessary, it would be reasonable to assume that about £20 p.a. will be provided in the form of the " other benefits " described in this paragraph, leaving £55, £65 and £75 p.a. as the maximum cash allowances required.

31. We accordingly recommend that the maximum educational maintenance allowances payable should be :—

boys and girls aged 15 years £55 p.a.
aged 16 years £65 p.a.
aged 17 years
and over £75 p.a.

V. CONSTRUCTION OF AN INCOME SCALE

32. Having established the maximum maintenance allowance which should be paid to the poorest parents, it is necessary to decide how far parents with greater means can meet the expenses involved. We decided to follow the usual practice of constructing an income scale. This involved three distinct processes :—

- (1) a definition of what resources should be taken into account in calculating "gross income";
- (2) a scheme of deductions from gross income, e.g. for rent and rates and for dependent members of the family, to arrive at "net income";
- (3) the construction of a scale showing how the grant should be reduced at different net income levels.

Gross Income

33. The assessment of gross income is the starting point of the calculation designed to establish the need for a maintenance allowance. The assessment should therefore take account of all those resources which are at the disposal of the parents and which can reasonably be regarded as available for the maintenance of the home and dependent members of the family.

34. *Earnings.* We consider that the total gross earnings of husband and wife should be taken into account, including over-time, bonuses, commission and the value of other emoluments such as meals provided at reduced or no cost. Accommodation provided by the employer should be disregarded at this stage (see paragraph 45). Special allowances for tools, protective clothing, etc. used in the course of employment should be disregarded since these are not convertible to the needs of the family.

35. Income derived from taking in lodgers or paying guests should be regarded as earnings and included in gross income, but allowance should be made for the cost of providing services, e.g. meals, laundry, etc. In normal circumstances it would seem reasonable to disregard the first 35s. to 40s. per week paid by each lodger, account being taken of the amount of the services provided, and to include the balance in the parental income.

36. We carefully considered whether a proportion of the income of other members of the family should be regarded as being at the disposal of the parents. This question however raises difficult problems of both principle and practice and in view of the obvious administrative difficulties involved we feel that this matter should be left to the discretion of local education authorities in dealing with individual cases.

37. *Unearned Income.* We consider that the gross income derived from savings and investments and pensions from employment should be fully taken into account.

38. *Payment from the Social Services.* We consider that unemployment, sickness and injury benefit, retirement and old age pensions, widows' benefit, widowed mothers and family allowances and National Assistance payments should be taken fully into account.

39. Workmen's compensation, disability and civilian injury pensions, disablement benefits, maternity allowances and the special allowances paid by the National Assistance Board to blind or tubercular persons all contain an element to meet exceptional personal requirements and we therefore suggest that the first £1 a week of income from these sources should be disregarded.

40. Grants to meet a particular need such as National Insurance maternity grant and death grant and ad hoc gifts from charitable funds should be disregarded.

41. *Lettings.* We consider that the whole of any income derived from the letting of accommodation should be taken into account.

Conversion of Gross Income into Net Income

42. The purpose of this particular operation in the calculation of a maintenance allowance is to place families on a broadly equal footing by taking into account differences in their size and composition and variations in other costs arising from circumstances over which the parents have little or no effective control. The adjustments proposed are not intended to achieve more than broad equality. For this reason we have not set out a comprehensive scheme of adjustments purporting to distinguish between necessary and unnecessary items of expenditure with the object of arriving at the amount left over for meeting the expenses of a child at school. Furthermore it is unnecessary to make allowances for items which form part of the expenses of every family because no greater equality of treatment is obtained thereby. In our opinion, the adjustments which follow are sufficient to achieve our object in the great majority of cases. We think, however, that authorities should be free to exercise their discretion where exceptional circumstances demand it.

43. *Housing Costs.* A family may either rent a home or own one and the expenses they thereby incur will vary considerably, falling comparatively lightly on those who own their house or who enjoy a statutorily controlled rent and more heavily on those who are purchasing a house through a Building Society, or who rent furnished accommodation. It cannot be said that of recent years there has been complete freedom of choice in the method or providing a home and this fact might be held to justify an adjustment to gross income to take account of the inevitable differences in the costs of providing this necessity. Two alternative approaches were considered.

44. The first alternative provides for the deduction from gross income of the expenses of providing a home. These would appear to be :—

<i>Tenant</i>	<i>Owner Occupier</i>
1. Rent	1. Ground Rent
2. Rates	2. Mortgage Interest
	3. £10 per annum for repairs
	4. Rates

45. The second alternative is to allow no deduction for rent and rates. To equalise the relative positions of tenants and owner occupiers however, the following adjustments to gross incomes are necessary :—

<i>Tenant</i>	<i>Owner Occupier</i>
No adjustment unless accommodation is occupied rent free; if so, add gross annual value.	Add to gross income the net annual value of the house; deduct mortgage interest and ground rent.

46. The arguments for and against these alternatives as we saw them are set out in Appendix D. In our opinion, the second alternative is in present circumstances the more likely to secure equitable practice and is administratively the more convenient method. We therefore recommend its adoption and we have used it as the basis of the income scale described in paragraphs 48-49.

47. *Family Composition.* The National Assistance scale of allowances in current use provides a measure of the basic cost of maintaining the dependent members of the household. These allowances are :—

a married couple	£174 p.a.
a person living alone	£104 p.a.
dependants aged 21 years and over	£94 p.a.
18-21 years	£75 p.a.
16-18 years	£61 p.a.
11-16 years	£47 p.a.
5-11 years	£40 p.a.
under 5 years	£34 p.a.

- (a) *Allowances for other dependent children up to the age of 18 years.* It would be logical to deduct from the gross income the appropriate National Assistance Board allowances in respect of dependent children of varying ages, but we think that such an arrangement would add unduly to the complexity of the scheme. We therefore recommend that one figure should be used for dependent children of all ages up to 18 years and that it should be £50 p.a.

- (b) *Allowances for other dependent relatives.* We recommend that the maximum deductions from the gross income for dependent relatives over the age of 18 should be :—

aged 18-21 years	£75 p.a.
over 21 years	£94 p.a.

These deductions should be made only where the relative is wholly dependent on the family income and normally living as a member of the household. They should be reduced by the amount of any income which the relative may receive from other sources. If, however, the relative is the holder of a State Scholarship, a local education authority major award or any similar grant or scholarship, the amount to be deducted from the gross family income should be the amount of the "parental contribution" as assessed by the authority making the award, up to a maximum of £75 p.a. or £94 p.a., according to age.

- (c) *Allowance for single parent family.* We propose that a married couple with one child should be taken as a standard family for the purpose of constructing a scale and we note that the National Assistance allowance for a single person is £70 less than for a married couple. It would therefore appear that £70 should be added to the net income of a single parent family to obtain equivalence with the net income of a married couple. The evidence we have collected however suggests that the greatest measure of hardship is to be found among single parent families and while we agree that some adjustment to net income is necessary to represent the differences between the essential expenses of married couples and persons living alone, we consider that the addition of so much as £70 takes insufficient account of the extra costs, e.g. of domestic help, which often fall on the single parent. We therefore recommend that £20 should be added to the net income of a single parent family to bring it into line with the standard family.

The Scale

48. As we have stated in paragraph 47(c) we propose that a married couple with one child should be taken as a standard family for the purpose of constructing a scale. If such a family is wholly dependent on National Assistance the net income, exclusive of rent and rates will be £221 or £235 per annum

according to whether the child is 15 or over 16 years of age. As we have adopted the second alternative method of dealing with housing costs (see paragraph 46) the net income on which the scale is based must assume an addition for rent and rates and we suggest that it is reasonable to add £65 per annum to cover this. If this is done, the net income of the standard family will be £286 per annum or £300 per annum according to the age of the child. For simplicity, we recommend that £300 per annum should be the net income at which maximum maintenance allowances are paid for children of all ages between 15 and 18.

49. We decided that it would be unrealistic to suppose that all net income above this level would be devoted to the maintenance of the child staying on at school. We thought that as the child gets older it would be reasonable to ease the burden on the parent who is maintaining him at school. At the same time we agreed that there was little justification for the payment of very small termly allowances to parents with net incomes substantially above the minimum. We therefore arrived at the scale set out below which, in our opinion, meets these requirements and we recommend its adoption by local education authorities.

The main features of the scale are as follows :—

- (1) For 15 year olds, the amount of grant decreases at the rate of £1 for every £3 increase in net income.
- (2) For 16 and 17 year olds, the grant decreases at the rate of £1 for every £4 increase in net income at the beginning of the scale, but the rate changes to £1 in every £3 at the higher income levels.
- (3) The minimum rate of grant payable is £10 p.a.

£s per annum

Net income not exceeding	Maintenance allowance payable at ages :		
	15	16	17
£	£	£	£
300	55	65	75
315	50	62	72
330	45	58	68
345	40	54	64
360	35	50	60
375	30	45	57
390	25	40	53
405	20	35	49
420	15	30	45
435	10	25	40
450		20	35
465		15	30
480		10	25
495			20
510			15
525			10

VI. ELIGIBILITY

50. We carefully considered whether maintenance allowances should be payable when the upper limit of the compulsory school age was reached, or at a later date, such as the beginning of the pupil's fifth year in a secondary

school. We concluded that it would be inconsistent with Section 81 of the Education Act and educationally undesirable to defer the payment of maintenance allowances after the beginning of the term following the one in which the pupil attains the age of 15 years.

VII. ESTIMATE OF COST

51. It is difficult to estimate the cost of applying the scales we have recommended since expenditure on maintenance allowances depends on three uncertain factors :—

- (1) the extent to which individual authorities will adopt the proposed schemes,
- (2) changes in the levels of income and employment, and
- (3) changes in the number of children staying on at school.

We have, however, attempted to estimate the cost of applying our scales by reference to the number of pupils in full-time education in 1955 and to income levels obtaining in 1954-55. On the assumption that every local education authority had operated the scale we have proposed, we are reasonably satisfied that the expenditure on educational maintenance allowances in England and Wales in 1955 would have been of the order of £3½ million. We understand the expenditure actually incurred was of the order of £1 million. The details of our calculation are given in Appendix E.

VIII. CONCLUSION

52. It is our firm conviction that maintenance allowances should be regarded as an investment in the nation's future and that no suggestion of charity should attach to them. We think it is important if full benefit is to be derived from the measures we have suggested that this should be the attitude of all those engaged in the administration of maintenance allowances.

53. We are well aware that conditions in the areas of different authorities are not uniform and that minor departures from our proposals may be necessary ; we do not consider, however, that the diversity of local conditions will justify any major changes. Accordingly, we recommend the Minister to invite authorities to give effect to our proposals at the earliest opportunity.

54. We are indebted to the officers of the National Food Survey for much of the data on which Appendices C and E are based. We take this opportunity of thanking them for their ready response to our requests and for the helpful way in which the information was set out for us. They are not, of course, committed to the conclusions that we reached on the data they provided.

55. We wish to record our sincere appreciation of the way in which our Secretary, Mr. P. S. Litton, and our Assistant Secretary, Mr. A. G. Hurrell, have performed their task. The thoroughness with which they have collected information which would help us, the skill with which they have analysed a mass of complicated material, and the speed and clarity with which they have marshalled and presented our conclusions have made our task much easier than it would otherwise have been, and have been of the greatest help to us throughout our deliberations.

APPENDIX A

Summary of the Present Arrangements

1. The tables which follow illustrate the rates at which maintenance allowances are payable and the various methods used for assessing need. They have been compiled from the Ministry's records of scales approved under the Regulations for Scholarships and Other Benefits, 1945, as amended; they do not take account of proposals put forward by authorities which have not yet been approved, and the scales have no common date of origin.

2. The total number of authorities included in the tables will be seen to vary slightly. This is because in some instances detailed information was lacking when this appendix was compiled. Three English and two Welsh authorities have no fixed scales and one Welsh authority does not pay maintenance allowances in respect of the first child in a family.

3. Tables 1, 2 and 3 use the term "gross income." The meaning of this may be explained as follows:— All authorities using income scales make some allowance for dependent children and a large group also make a deduction for rent and rates in assessing the available income. This latter group may be described as operating a "net" income scale and the remainder as operating a "gross" income scale. From enquiries which have been made into the effect of the rent and rates deductions, it appears that an addition of £50 to "net" income scales renders them broadly comparable with the "gross" income scales used by the other authorities. This correction has therefore been applied to make the tables homogeneous.

TABLE 1: This table shows by numbers of authorities:

(a) the variation in maximum grant payable at three ages;

(b) the variation in limits of gross income qualifying for maximum grant.

Limit of gross income qualifying for maximum grant (£s p.a.)	Maximum grant (£s p.a.)								Total
	Up to 15	16-20	21-25	At age 26-30	15+ 31-35	36-40	41-45	46-50	
Up to 150	—	—	3	2	—	—	—	1	6
151-200	7	4	4	16	1	19	1	—	52
201-250	17	4	5	16	1	4	2	—	49
251-300	3	3	8	2	1	8	—	—	25
301-350	4	—	1	—	—	1	—	—	6
Total	31	11	21	36	3	32	3	1	138
	At age 16+								Total
	Up to 20	21-25	26-30	31-35	36-40	41-45	46-50	51-55	
Up to 150	—	—	—	1	4	2	1	—	8
151-200	4	1	4	5	5	13	3	12	47
201-250	4	2	15	2	7	8	3	3	44
251-300	1	3	13	1	10	1	—	—	29
301-350	3	2	3	—	1	1	—	—	10
Total	12	8	35	9	27	25	7	15	138
	At age 17+								Total
	Up to 20	21-25	26-30	31-35	36-40	41-45	46-50	51-55	
Up to 150	—	—	—	—	3	3	1	1	8
151-200	4	1	4	1	8	2	1	24	45
201-250	3	—	11	6	7	5	6	7	45
251-300	1	2	3	7	7	9	—	—	29
301-350	—	2	7	—	1	1	—	—	11
Total	8	5	25	14	26	20	8	32	138

TABLE 2 : This table shows, by numbers of authorities, the variation in the level of gross income at which entitlement to grant is extinguished.

Gross income (£s p.a.)	Age 15+	Age 16+	Age 17+
251-300	15	6	6
301-350	30	7	6
351-400	45	29	23
401-450	38	55	44
451-500	6	25	39
501-550	4	15	14
551-	—	1	6
	138	138	138

TABLE 3 : It is not possible to show in a single table the various ways in which the rate of grant is adjusted to different gross incomes. In general, however, the intervals separating rates of grant vary between £2 and £6, and the intervals between income points, between £10 and £52.

The table which follows is a section of a typical scale as used by authorities for determining the rate of grant, and illustrates the effects of gross income and family responsibilities on the grant payable for children of 16+.

Gross income (£s p.a.)	No. of dependent children			
	1	2	3	4
175	51	51	51	51
200	45	51	51	51
225	39	51	51	51
250	33	45	51	51
275	30	39	51	51
300	27	33	45	51
325	24	30	39	51
350	21	27	33	45
375	18	24	27	39
400	15	21	24	33
425	12	18	21	27
450	9	15	18	24

TABLE 4 : The deductions from total family income which all authorities allow in respect of dependent children vary between £20 and £65. The distribution, by numbers of authorities, is as follows :

	Deduction per dependent child (£s)									Total
	20-25	26-30	31-35	36-40	41-45	46-50	51-55	56-60	61-70	
No. of authorities	3	24	2	41	2	21	32	2	1	128

APPENDIX B

Case Histories

1. In paragraphs 13-16 we described how we collected case histories concerning 241 children who in the opinion of the Head of the school had left or were about to leave school owing to their parents' lack of means or who, while remaining at school, suffered financial hardship which prevented them from enjoying the full advantages of school life.

2. Table I summarises 187 cases to show the main reasons for early leaving or hardship. In preparing this Table, we have in many cases had to judge from the given facts the prime cause of hardship or of withdrawal from school. Moreover, the headings are not mutually exclusive. This means that although each case has been classified under one heading only, there are often other adverse circumstances contributing to the difficulties of the family. Thus, financial considerations appear—as one would expect—to underlie almost every case submitted to us, but cases have only been classified under the heading "Low income" where no other and more specific reason, e.g. the incapacity of the breadwinner has been given.

3. Tables II and III tabulate the cases in which most of the information we asked for is available; they cover 91 out of the 241 case histories sent in. The table shows the age and sex of the child, the type of school attended, academic achievements, gross income of family, main reason for leaving (or form of hardship suffered) and present benefits given by the local education authority.

TABLE I
Summary of main reasons for early leaving or hardship where known

Reason for early leaving or hardship	Completed course or still at school	Left or likely to leave prematurely	Total
Mother widowed, divorced or separated	28	41	69
Child of former marriage ..	1	4	5
No parents	4	2	6
Low income	19	60	79
Large family	1	2	3
Incapacity of breadwinner ..	3	17	20
Indifference to education ..	1	4	5
TOTAL	57	130	187

TABLE II
Completed course or still at school

Key to Main Reason for Hardship*

- 1=Mother widowed, divorced or separated
2=Child of former marriage
3=No parents
4=Low income
5=Large family
6=Incapacity of breadwinner
7=Indifference to education

The sign — signifies that the information was not supplied.

Age	Sex	Type of School	Academic Standard	Gross Income £	Main reason for hardship*	Present Assistance		
						Free Meals	Clothing £ s.	M.A. £
15	M	G	—	434	6	Yes	1 10	18
15	M	T	—	282	1	—	—	20
15	M	T	—	245	1	—	—	28
15	M	T	—	484	5	—	—	24
15	M	G	—	352	1	—	—	32
15	F	G	—	266	1	Nil	5	19
15	F	G	—	388	4	—	—	19
15	F	G	—	212	1	Yes	5	36
16	M	G	—	347	3	Yes	2	13
16	M	G	—	250	4	Yes	5	26
16	M	G	G.C.E. ('O')	210	1	Yes	2	36
16	M	G	—	389	1	—	—	38
16	M	G	4 'O' Passes	460	4	—	—	8
16	F	F.E.	—	394	1	Nil	Nil	22
16	F	G	8 'O' Passes	425	1	—	—	9
16	F	G	—	226	1	Yes	5	42
17	M	G	3 'O' Passes	710	1	—	—	16
17	M	G	7 'O' Passes	530	1	Nil	—	20
17	M	G/M	7 'O' Passes	299	1	—	—	48
17	M	G	6 'O' Passes	559	4	—	—	19
17	M	F.E.	Wrkg. N.D.D. (Sculpture)	243	1	—	—	54
17	M	G	6 'O' Passes	395	4	Yes	—	19
17	M	G	3 'A' Passes	—	—	—	—	—
17	M	G	8 'O' Passes	295	1	—	—	35
17	M	G	1 'A' Pass	—	—	—	—	—
17	F	G	6 'O' Passes	230	4	Yes	6	48
17	F	G	6 'O' Passes	345	7	—	—	25
17	F	G	8 'O' Passes	260	3	—	Yes	51
17	F	G	7 'O' Passes	208	1	Yes	—	51
17	F	G	5 'O' Passes	415	1	Nil	Nil	16
17	F	G	6 'O' Passes	559	4	Nil	Nil	15
17	F	G	4 'O' Passes	772	4	Nil	Nil	Nil
17	F	G	3 'O' Passes	298	4	Yes	—	51
17	F	G	6 'O' Passes	322	1	Yes	Yes	33
17	F	G	8 'O' Passes	135	4	Nil	Nil	35
17	F	G	3 'A' Passes	—	—	—	—	—

TABLE III
Left or likely to leave prematurely

Key to Main Reason for Leaving*

- 1= Mother widowed, divorced or separated
2= Child of former marriage
3= No parents
4= Low income
5= Large family
6= Incapacity of breadwinner
7= Indifference to education

The sign—signifies that the information was not supplied

Age	Sex	Type of School	Academic Standard	Gross Income £	Main reason for leaving*	Present Assistance		
						Free Meals	Clothing £ s.	M.A. £
15	F	G	—	163	4	—	—	40
15	F	G	—	355	4	Yes	—	Nil
15	F	G	7 'O' Passes	537	4	—	—	4
15	F	G	—	298	1	—	—	30
15	F	G	2 'O' Passes	164	1	—	—	40
15	F	M	—	549	7	Nil	—	Nil
15	F	T	—	322	1	Yes	—	Nil
15	F	T	—	237	1	Yes	—	Nil
16	M	G	4 'O' Passes	173	1	—	—	50
16	M	G	5 'O' Passes	364	1	—	—	16
16	M	G	5 'O' Passes	169	1	Yes	5 —	42
16	M	G	5 'O' Passes	310	6	—	—	24
16	M	G	4 'O' Passes	424	6	Yes	5 —	42
16	M	G	—	426	2	—	—	Nil
16	M	G	—	643	7	—	—	Nil
16	M	G	7 'O' Passes	629	7	—	—	Nil
16	M	G	7 'O' Passes	559	5	—	—	18
16	M	G	5 'O' Passes	391	6	—	—	8
16	M	G	9 'O' Passes	389	6	Yes	—	15
16	M	G	—	438	4	—	—	12
16	M	G	5 'O' Passes	276	4	—	—	32
16	M	G	3 'O' Passes	442	4	—	—	24
16	M	T	—	220	6	Yes	—	Nil
16	M	T	—	321	4	—	—	39
16	M	M	—	537	7	—	—	Nil
16	F	G	—	534	1	Nil	Nil	Nil
16	F	M	—	230	1	—	—	30
16	F	T	—	338	1	—	—	27
16	F	M	—	208	1	Yes	—	40
16	F	F.E.	—	144	1	Yes	—	42
16	F	G	—	557	6	Yes	5 —	Nil
16	F	G	—	312	6	—	—	32
16	F	F.E.	—	176	1	—	—	50
16	F	F.E.	—	468	4	—	—	5
16	F	F.E.	—	277	4	—	—	40
16	F	G	—	285	1	Yes	—	42
16	F	G	6 'O' Passes	498	4	Nil	Nil	Nil
17	M	G	5 'O' Passes	650	4	—	—	Nil
17	M	T	5 'O' Passes	528	4	—	—	Nil
17	M	G	2 'O' Passes	376	1	Yes	Yes	36
17	M	G	7 'O' Passes	172	1	—	1 10	50
17	M	G	5 'O' Passes	447	2	—	Yes	27
17	M	T	—	611	4	—	—	Nil
17	M	G	—	415	4	—	—	Nil

Age	Sex	Type of School	Academic Standard	Gross Income £	Main reason for leaving*	Present Assistance		
						Free Meals	Clothing £ s.	M.A. £
17	F	G	5 'O' Passes	430	4	—	—	15
17	F	G	6 'O' Passes	362	4	—	—	20
17	F	G	5 'O' Passes	182	4	—	—	40
17	F	G	7 'O' Passes	644	4	Nil	Nil	Nil
17	F	G	6 'O' Passes	450	4	Nil	Nil	Nil
17	F	G	6 'O' Passes	393	1	—	Yes	50
17	F	G	7 'O' Passes	320	1	—	—	30
17	F	G	3 'O' Passes	496	4	Yes	5	15
17	F	F.E.	3 'O' Passes	330	4	—	—	10
17	F	G	5 'O' Passes	428	4	Nil	Nil	16
17	F	G	6 'O' Passes	241	6	Yes	—	48
17	F	G	7 'O' Passes	316	4	—	—	40
17	F	F.E.	G.C.E. (Art)	220	1	—	—	60

APPENDIX C

The Cost of Maintaining a Child at School

Food

1. In considering this item we have had regard to the information provided by members of the Working Party, to minimum nutritional requirements and to the findings of the National Food Survey. The direct information given by members was necessarily confined to a few cases whereas the Survey derived its figures from a study of expenditure on food by many households of different composition and economic status.

2. The data provided by the Survey showed very clearly that as the size of the family increases, expenditure on food per head falls. This prevents any direct comparison of the total expenditure on food of households of different sizes. The Survey results indicated that the weekly domestic food expenditure in families of two adults with varying numbers of minors, adjusted to a constant income per head, could be regarded as made up of the following elements :—

Adults	29s. 6d.	} At mid 1955 prices
Adolescents (15-20 years)	21s. 4d.	
Children (0-14 years)	15s. 6d.	

The amount for an adolescent or child was an estimate of the marginal food cost of adding such a person to the family without depressing its existing living standard. The estimate took as its basis the average parents' assessment of the food requirements of an adolescent or child in relation to their own. We felt unable to accept this estimate for adolescents for our own purposes because :—

- (1) it omitted the cost of food eaten away from home ;
- (2) it revealed a difference between adults and adolescents which we felt larger than was justified ;
- (3) it did not agree with our own experience or with the other evidence submitted.

3. Bearing in mind the fact that boys and girls respectively of these ages eat different amounts but that a child of 15 eats much the same as a child of 18, we arrived at two standard figures for food :—

Boys : £65 per year (25s. 0d. per week)
Girls : £60 per year (23s. 0d. per week)

Clothing

4. We considered whether this heading should be sub-divided, e.g. into "ordinary," "distinctive" and "games" clothing. We concluded that while it was possible to distinguish "games" clothing it was not possible to separate "ordinary" from "distinctive school" clothing, both because the requirements for distinctive school clothing vary considerably between different schools and because to a considerable extent for boys, though less for girls, the two groups are complementary. We have taken into account not only the running costs, including replacements, of maintaining an adequate wardrobe, but also the cost of repairs to clothing and footwear and dry cleaning. Our figures other than those for games clothing, are based on evidence submitted by members, including an actual list of clothing required by pupils at a maintained secondary boarding school, and on the observations recorded by Rowntree and Lavers ('Poverty in the Welfare State').

5. We have noted that the weightings given for food and clothing (including repairs and dry cleaning) respectively in the new index of retail prices* are 350 and 118. The

*Report on proposals for a new Index of Retail Prices. Cmd. 9710.

application of this proportion to our figures for the cost of food produced a result which we found difficult to accept. We found that there were three factors calculated to raise the proportion of expenditure attributable to children's clothing :—

- (1) the relatively higher cost of distinctive school clothing ;
- (2) the additional items which though not strictly essential are often virtually obligatory ;
- (3) the need for more frequent replacements of clothing for active and growing children.

We also thought it right to assume that expenditure will tend to increase with age and that it would be consistent that our chosen standard should allow for a small extra sum for girls of 17 and 18 years of age.

6. We therefore arrived at two standard figures for clothing (including games clothing), applicable to the ages 15-18+ :—

Boys : 15-16	£30 p.a.	Girls : 15-16	£30 p.a.
16-18+	£35 p.a.	16-17	£35 p.a.
		17-18+	£40 p.a.

Pocket Money

7. Of all items which we considered, pocket money is the most difficult to estimate. Among adolescents the amount attributable to this head depends both on personal inclinations and on whether he is earning. We have tried to determine a sum which would enable a pupil to play his part in school society without reference to the much larger sums which his contemporaries in employment would undoubtedly enjoy.

8. We have tried to make an illustrative list of the kind of objects on which a pupil of the ages in question would want to spend his pocket money. This list, which is not necessarily comprehensive, is as follows :—

- (1) Hobbies.
- (2) Periodicals.
- (3) School activities, school societies, parties etc.
- (4) Membership of out of school clubs or societies, e.g. Scouts.
- (5) Savings for holidays.
- (6) Savings for presents for other members of the family.
- (7) Visits to theatres, cinemas, concerts, or places of interest.
- (8) Books.
- (9) Games equipment, e.g. cricket bat or tennis racquet.
- (10) Sweets and occasional visits to cafes.
- (11) Hairdressing or haircutting.

It is impossible to say whether this list is representative or whether any child does in fact possess enough money to enable him or her to spend it on some or all of these items. We assume however that it is reasonable to expect any adolescent to have a little money of his own which, as part of his education in the broad sense, he is free to spend as he chooses, and we should expect that the amount in question would increase with the child's age. We have therefore arrived at the following figures :—

Boys and Girls Aged 15-16	£13	per year (5s. per week)
Aged 16-17	£19 10s.	per year (7s. 6d. per week)
Aged 17-18+	£26	per year (10s. per week)

Holidays

9. We have considered it necessary to make some estimate of the cost of holidays, though this will vary very widely according to whether they are spent at home, away from home with the family, camping, hiking or bicycling or on a school or educational visit abroad.

10. It seems to be fairly common practice, particularly in the areas of some authorities, for the secondary school child to spend at least one holiday abroad during the last years of his or her school life. This is generally in a party organised by the school. We estimate the cost of this to the parent, after taking advantage of the student rates commonly offered, to be not more than £20 or £25.

11. Other kinds of holidays will be considerably cheaper. For example, a stay in a youth hostel or a camp night, inclusive of travelling, cost no more than £5-£6 a week.

12. We have therefore thought it reasonable to average out holiday expenses at £15 per year over the three year period.

Heating and Lighting

13. We consider that generally speaking household expenditure on heating and lighting is an overhead charge which should not be apportioned to the child remaining at school. We have however taken into account the fact that a child of the age in question should if possible have the use of a separate room for doing homework and that it is proper to make an allowance for the cost of heating and lighting such a room. For this item we estimate £5 a year.

14.

Summary

£s per annum

Item	Boys aged			Girls aged		
	15	16	17	15	16	17
Food	65	65	65	60	60	60
Clothing including games clothes ..	30	35	35	30	35	40
Pocket money ..	13	19-10	26	13	19-10	26
Holidays	15	15	15	15	15	15
Heating and Lighting	5	5	5	5	5	5
Totals	128	139-10	146	123	134-10	146

We considered very carefully whether there were any grounds for distinguishing between the cost of maintaining children at various types of secondary schools or at establishments for further education. While we agreed that the patterns of expenditure might well be different, we considered that they would be of small importance compared with the inevitable variations in family habits and local standards. We therefore decided that it was not practicable to discriminate between children following different courses without pretending to a degree of accuracy in these calculations which is totally unjustified.

APPENDIX D

Housing Costs

1. In paragraphs 44 and 45 of our report we have mentioned two alternative methods of adjusting gross incomes to take account of differences in expenditure on providing a home for the family and we have recommended the adoption of the second alternative. We explain below why we have done this.

2. The first alternative assumes that the differences in expenditure on housing by families receiving the same income arise primarily from the restrictions on the exercise of free choice. To secure fair treatment, therefore, an attempt is made to eliminate the cost of housing by deduction from the gross income. The calculation of this deduction is, however, a matter of some difficulty.

3. In the case of the tenant, the outgoings normally comprise rent, rates and the cost of internal repairs and decorations. Since the latter may be assumed to fall equally on all householders, they may be ignored for our purpose. In the case of owner-occupiers, however, the outgoings may be all or any of the following: rates, building society capital repayments, mortgage interest, ground rent and all repairs. The difficulty lies in determining how much of these expenses may reasonably be deducted from income. Capital repayments, for example, present a special problem. On the one hand they are obligatory payments, but on the other, they are a form of saving for the future which ought not to be assisted from public funds. It is also difficult to find a method of dealing justly with owner-occupiers in the matter of maintenance costs.

4. Apart from these difficulties, we also doubted whether the first method would in practice secure equality of treatment. It is, we think open to the objection that it gives undue advantage to those who spend more of their income on housing because they thereby gain in amenity or benefit from lower fares or prices. Similarly, it discriminates in favour of the tenant of furnished accommodation or where services, such as heating, hot water, etc., are provided at an inclusive rental as against the tenant providing his own goods and services. Furthermore it operates to the disadvantage of those council tenants who pay lower rents because of the application of differential rent schemes.

5. For reasons of this kind, income tax assessments and the arrangements for state scholarships and grants to students at training colleges allow no deduction for rent and rates. Instead, to equalize the relative positions of tenants and owner-occupiers a sum is added to the incomes of the latter to represent the net rental value of their property. This sum may, where the property is mortgaged, be abated by the amount of the mortgage interest payable annually.

APPENDIX E

Estimate of Cost

1. In 1954 and 1955, the National Food Survey collected information about the income and composition of a representative national sample of 22,023 households. For our purposes they extracted from this sample every household which contained an adolescent aged between 15 and 18, who was not at work and presumably, therefore, in the majority of cases, in full-time education. This gave a further restricted sample of 823 households and they have given us details of the composition of each of these households and the total weekly family income, where known, after payment of income tax and National Insurance.

2. On the information available, we were unable to distinguish between the income of the parents and the income of other members of the household. Moreover, we were unable to adjust the incomes to obtain "net incomes" apart from making allowances for dependent children and single parent families. To this extent, therefore, all the estimates derived from these figures are likely to be underestimates.

3. After making allowance for dependent children and single parent families, we calculated the cost of the maintenance allowances that would be paid under our proposed scale in respect of the children in the sample. We then multiplied the "sample expenditure" by the ratio of the number of children in the sample to the total number of children of the appropriate ages in 1955 in full-time education in school, (other than special schools) and establishments of further education. In estimating the total number of children of the appropriate ages, we disregarded, as far as possible, children who left during the year. We also took account of the fact that a 15 year old child is not eligible to receive a maintenance allowance until the beginning of the term following that in which he reaches the age of 15, and we assumed that no full-time student taking a further education course receives a maintenance allowance after his 18th birthday.

4. The result of our calculations is £3,319,000. This should represent the total expenditure on maintenance allowances in England and Wales in 1955, if every local education authority had adopted our recommendations. It is, however, likely to be an under-estimate for the reasons given in paragraph 2, though any understatements of income by the Survey informants would tend to offset this.

5. Any estimate of the cost of applying our recommendations in the future will need to take account of :—

- (a) the extent to which individual authorities will adopt our proposals ;
- (b) changes in the level of incomes and the amount of unemployment since 1954/55 ;
- (c) changes in the number of children staying on at school after 15.